

PERSPECTIVES & PLANS OF THE IIPA



Indian Institute of Public Administration
INDRAPRASTHA ESTATE, RING ROAD, NEW DELHI-110001

1973

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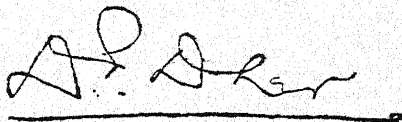
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FOREWORD

The Indian Institute of Public Administration has gone through a comprehensive exercise to review its activities and to examine the direction in which it should move. The big scale efforts that the Government is making for achieving national goals would require increased collaboration and pooling of resources from among all sections of our society. The mutual interaction initiated by the IIPA between the different institutions and with the Government would be of great value.

In the meeting of the Executive Council on March 27, 1973, at which these plans were discussed we were happy that the Institute has made a much needed beginning in clarifying its objectives.

I hope that the IIPA's programmes of research would lead to a better understanding of the current problems of administration and serve as pointers toward long term improvements of the system so that, while we are concerned about the current tasks, we can secure the future as well.

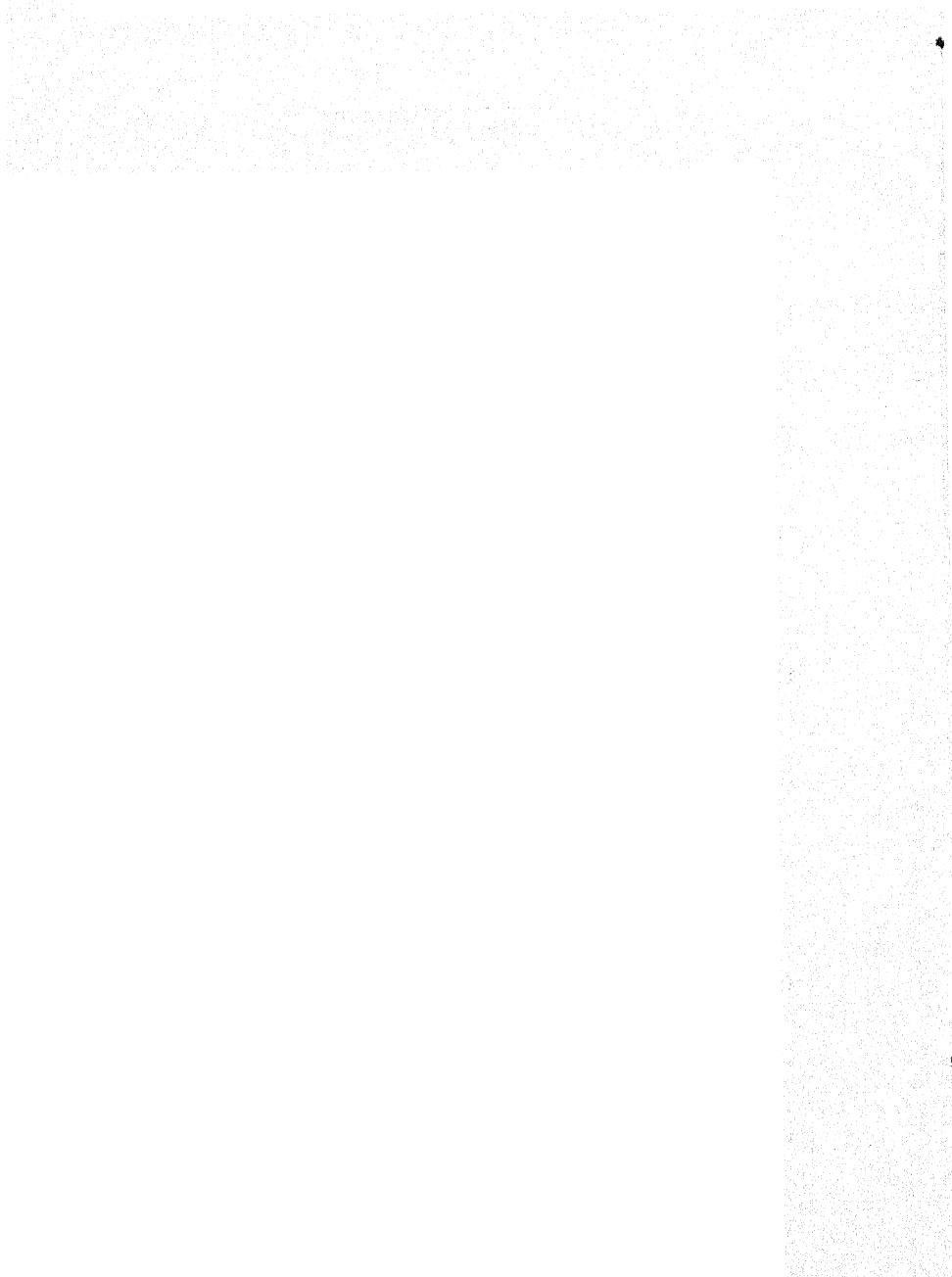
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(D. P. DHAR)

Chairman,

IIPA Executive Council

New Delhi
July, 1973



INTRODUCTION

As in Erik Erikson's life cycle for the growth of individuals, institutions also have their stages of growth. In the past, the IIPA had initiated many innovative ideas and activities. In January, 1973, it seemed that IIPA must determine the next stage of its growth and initiate a self-renewal.

The faculty decided that we must examine, and determine, our perspective of tasks, the rationale of our existence, the steps we may have to take to realise our objectives. An *ad hoc* group of ten members of the faculty and I worked on these issues and prepared working papers for discussion among the total faculty and research staff. These papers were also discussed individually with several people in the Government, universities and other institutions. We also invited comments from the members of the Executive Council. After discussion in the meeting of the faculty and the research staff, the working papers were revised. In addition, a note on the activities of the Institute, now covered in Section II, was prepared from the plans that the sentient groups had prepared after their discussions and meetings with me.

With the firm belief that IIPA should develop an open system and initiate discussion and a system of sharing with other institutions, we held a seminar on 24th March, 1973, at the Institute to discuss the Perspectives and Plans of IIPA. The material in this pamphlet has broadly incorporated suggestions that were made individually, in group discussions and at the seminar. We decided to edit and publish these notes in a pamphlet because there has been considerable demand for these notes from several people and institutions alike. We are also hoping that readers may send us their comments on our approach and plans so that we could take them into account when we review our work in a year or two.

A brief glance at what I saw in January, this year, will provide a background for the pages to follow : From its inception in 1954 until 1966, IIPA's primary concern was with a one-year

course toward a Master's Diploma in Public Administration (MDPA) and research. After the abolition of the diploma course in 1966, the Institute began to hold short courses mainly for administrators in their mid-careers. The research continued. The bulk of it was sponsored by the Administrative Reforms Commission or the Pay Commission or other institutions. A large number of studies carried out by the Institute had not been published. Some that had begun, were not completed.

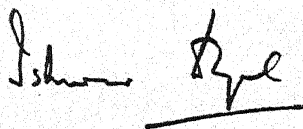
In the recent past IIPA's activities have characterised a reactive, as against a proactive organisation. It generally responded to what the Government, or other agencies wanted it to do and was guided less by what the Institute believed is important for developing knowledge and practice in public administration.

Through special grants in the past, IIPA set up certain areas of study such as planning, industrial and economic policy, financial budgetary systems, etc. of current national concern. Some of these, however, were not institutionalised and terminated either with the end of the grant, or when the concerned individuals left the Institute. These activities were started, it seemed, not by a deliberate policy decision of the Institute but through the efforts of individuals; in most cases the activities did not seem to form a part of the Institute's own convictions about their usefulness or otherwise. In the recent past training programmes of longer duration for middle levels of government officers were discussed, but these had not reached any stage of finalisation.

In the sense described above, IIPA's work in the past appeared fragmentary and limited in scope. It presented a picture of piecemeal tasks that government departments, or other agencies, offered it. There were only limited tasks which the Institute took up through the interest and initiative of individual faculty.

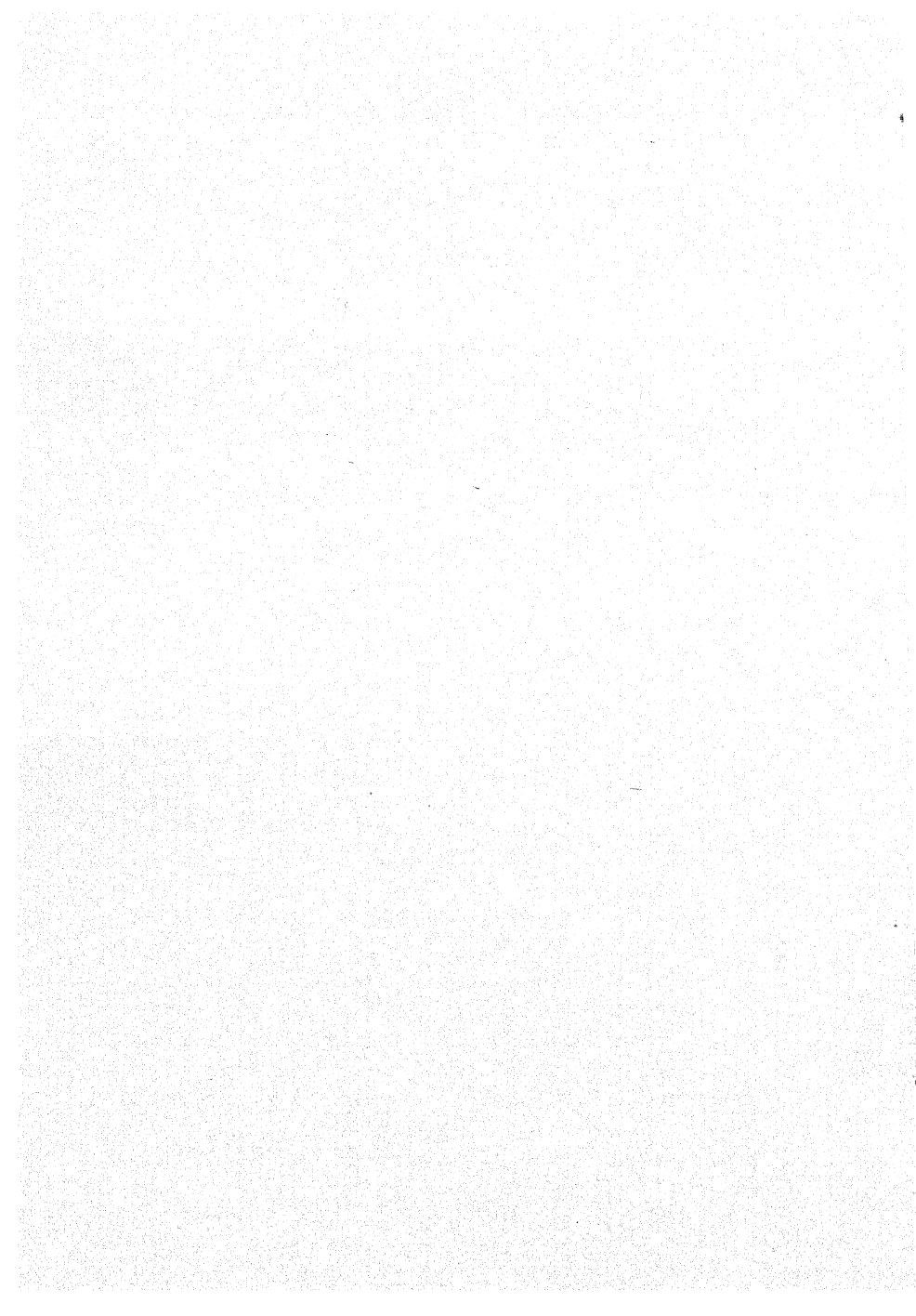
The strained financial position, due to the core grant being pegged at the present level for the last four years, and IIPA's limited efforts toward generating funds independently, have also led to a gradual shrinking in the Institute's activities. There were no substantive plans of research, training or consulting, and its members appeared to think more in the past than

of the future. The community has had to struggle to set the immediate past aside and begin to think of the institute's future. The pages that follow discuss the future, leaving, I hope the past to history.

A handwritten signature in dark ink, appearing to read 'Ishwar Dayal', written over a horizontal line.

(ISHWAR DAYAL)
Director

New Delhi
May, 1973



SECTION I

THE INSTITUTE'S TASKS

This note explores a perspective for short and long term plans for IIPA. The exploration could best begin by defining the area of study of public administration, and within this definition, rediscover the specific areas of concern for IIPA.

THE SCOPE OF STUDY

The field of public administration covers the entire range of activities of government and the aspects of management of these activities. Broadly the study of public administration would include the following identifiable areas :

1. THE LEGISLATIVE AND POLITICAL SYSTEMS

How the provisions of the constitution and the legislative process influence administrative policy and action; and linkages of the political party system and the administration.

2. THE ENVIRONMENT

Socio-economic (and political) aspects of the national and international environment which have bearing on administrative decision-making and on the prediction of events for the purpose of policy formulation.

3. THE MANAGERIAL (OR EXECUTIVE) SYSTEM

The organisation of the tasks of government and the administrative systems having to do with the rationality of organising work and evolving procedures for insuring action :

In the managerial role, government administration is concerned with both *what* is to be done and *how* it should be done to achieve policy goals. These concerns include the study of substantive aspects of the work represented by the Ministries of the Government and the processes through which the administrative organisation sets its goals, and achieves them. Some

examples of significant tasks in the executive system are the following :

- policy formulation and decision-making processes,
- rationality of designing work organisation for traditional, developmental and entrepreneurial tasks, and between and within departments; the focii of authority and power in the system, providing both specialist support and integration of different skills; devising measures of effectiveness of the work at each level of administrative hierarchy, etc.,
- the administrative systems with which to insure action; the process of goal setting; the motivational and control systems; ways of achieving cooperation between different levels of administration, between union and state, the inter and intra-departmental levels and the nature of balance between the political and the administrative leadership.

4. THE RESPONSE SYSTEM

The way in which the citizen, the various groups, the communities, the organised segments of society, the nation, respond to the administrative policy and action.

The citizen's acceptance of administrative authority is essential to effective functioning of government administration. Acceptance implies government's credibility with the citizen and his recognition that government authority is of advantage to himself, his family and the community. Citizen response is one of the yardsticks with which to measure Government's achievement. From systems external to itself, the administration has to obtain valid data and become responsive to such data.

IIPA'S ROLE

Because the field is so vast it is essential that IIPA define its own role. A comprehensive definition is important for developing its own activities and for selecting the faculty. IIPA should primarily select for study the managerial, or executive, system of the Government and selectively the legislative, the political and environmental factors.

Although legislative, political and environmental aspects should be included in IIPA's concern, the focus in the next 2/3 years should mainly be on organisation, administration, special

study in selected areas and in the areas of knowledge utilisation and response systems. This initial approach is suggested because there are many other institutions in the country that are more directly concerned with the study of the legislative, political and environmental tasks.

What IIPA needs with regard to these factors is the establishment of vital links with such institutions so as to use their collective knowledge for understanding the impact of these aspects on the managerial role of Government. While study and research are a major necessity, it is extremely important to avoid redundancy and wasteful specialisation.

Being a professional institution, IIPA has to be concerned also with its impact on its clients, *i.e.* legislators and administrators. The impact can only be achieved by :

- (a) systematic knowledge of the substantive areas of public administration and understanding of the processes for using such knowledge in administration;
- (b) concern for in-service and on-going education and training of administrators;
- (c) providing help and teaching material to other teaching or training institutions in specialised areas; and
- (d) active help in the use of knowledge to improve upon the administrative work system as a whole. IIPA must equip itself for all these aspects.

OBJECTIVES OF IIPA

IIPA's objective is to make a valuable impact on its client systems: Government, social and public institutions. The Institute would be concerned with theory of public administration, use of knowledge in public administration and provision of active help to improve Government and related systems.

IIPA should be directly concerned with the following :

1. Research in the field of administration and application and use of knowledge relevant to the administrative roles of government, social, voluntary organisations and the industrial sector.
2. Mid-career training of administrators and managers at all levels.
3. Training of instructors and researchers in administration,

and preparing teaching material to improve upon the quality of instruction and research in general in the field.

4. Help improve the administrative systems in the Government, its subsidiary organisations and the industrial sector where findings of research are applicable.
5. Help improve the planning for change and action programmes to develop strategies for social transformation from the traditional to modern societies.

SECTION II

INDICATIVE ACTIVITIES OF IIPA

Since the major thrust of IIPA's activities will be towards the executive and response systems of the Government's administration, factors, such as the legislative and the environmental, that impinge upon Government's task are also an important aspect of study. It would be IIPA's responsibility to establish adequate links with institutions having direct interest of study in the legislative and environmental aspects of government administration.

IIPA'S APPROACH

In the approach towards improving the administrative systems, IIPA will have to be concerned with several activities discussed below :

- (a) Understanding of the present systems, the procedures and the manner of working. Let us call this situation S1.
- (b) Research and study in order to deriving from field studies through experience and theoretical formulations, better ways of performing these tasks. Let us call the better ways situation S2.
- (c) The intervention needed to shift from situation S1 to S2 depends upon several factors such as :
 - (i) The identification of interlinkages among various departments and situations so that changes in situation S2 also suggest corresponding changes in related activities. For example, performance budgeting which represents, say, situation S2 may require corresponding changes in other sections or departments or in the controlling offices. While suggesting a particular kind of budgetary exercise, it is necessary that these interrelated aspects be explicitly brought out in the recommendations (Research and Study).

- (ii) Assuming that concerned persons accept the new situation S2 as desirable, they have to understand and clearly recognise the requirements of the new system S2. This would inevitably call for discussion and perhaps training of all those who need to understand the demands of both systems S1 and S2 (Training).
- (iii) The section or departments concerned may also require some active help from researchers to enable them to work out details for implementing those aspects which enable the section concerned to shift from situation S1 to S2 (Consulting).

In the earlier section, we have, therefore, indicated that the impact of IIPA's activities will be made through research, training and consulting. The first (research) pertains to the study of both situation S1 and S2. The second (training) is concerned with imparting knowledge and understanding of the two systems by the concerned people and the third (consulting) concerns active association and help by the Institute to those agencies which desire to shift from S1 to S2. In its planning, IIPA will have to consider the totality of these three activities in their unique mix.

It is necessary to clarify that not all research, training and consulting fit perfectly in an inter-dependent sequence as the para above may indicate. The suggestion is that through a perspective of interdependence, the theory of public administration, formulated through a comprehensive exercise, is likely to be more complete than it would be through a perspective of segmentation.

IIPA'S TENTATIVE PLANS

The activities discussed below are the primary areas in which IIPA plans to initiate its research, training and consulting work. We believe that our plans circumscribe the examination of some significant questions and problem areas that would have to be included in detailed projects. The projects will be undertaken either by individuals or by groups drawn from different fields of specialisation. The projects have been grouped under five broad areas *i.e.* : (i) Public Policies and

Decision-making, (ii) Study of the Executive System, (iii) Study and Evaluation of Projects, Policies and Programmes of the Government, (iv) Personnel Management, and (v) Financial Management. These areas are briefly discussed below.

1. PUBLIC POLICY AND DECISION-MAKING

The research in this area is concerned with three primary questions : (a) What kinds of information, data, and feedback are necessary at the level of policy decisions. (b) What skills/specialisations are necessary to integrate and interpret this data to determine alternate choices open to decision-makers and to evaluate the consequences of these choices. (c) What organisation is necessary at decision centres and how the expertise of specialists and experience and knowledge of generalists can be integrated formulating public policy.*

Effective policy formulation depends on several factors : availability of relevant data; the collection and interpretation of data; evaluation of the decision alternatives open to the Government and the likely consequences of each choice; review and feedback of the results of the decision taken. Preconditions to policy formulation are evaluation of the organisational capability, and its potentiality for implementing policy and prediction based on data, of the likely response among individuals or groups. After these conditions are speedily fulfilled, would follow the substantive issues of policy.

These being the requirements of policy formulation, no single academic discipline can provide a satisfactory analytical framework for the purpose. Policy science, as it is often called in recent literature, is attempting to develop analytical models drawn from available knowledge in many fields of study.

The application of policy science methodology, however, may be valid in a research situation where the researcher has the time and the analytic tools of research, but the same conditions do not ever exist in the work environment of the administrator, who is constantly under pressure of multiple demands on his time. As in management, the researchers will have to concern themselves with how the conceptual and the

*Policy is seen as a decision to act and to commit resources to achieve the defined objectives.

theoretical framework can be operationalised for analysis and use of models, especially keeping in mind the work environment within which the administrator functions.

The question, therefore, in the study of policy formulation is how the administrator can conceivably develop an analytical base, while taking into consideration the likely constraints and the organisational features of the system and the likely responses that the policy would induce.

In public administration, the complexities of policy formulation are greater than they would be in the management of a business corporation. The variables involved in the tasks of a public administrator are very many, the size of his managing system is very much larger and greatly spread out and the response system includes not only the employees concerned within the administrative organisation but the varied complexions of the public at large.

Policy formulation is further made complex by the constitutional and legislative framework and the party systems that must inevitably be considered in any major policy issue. Models that have been developed in the business corporate segment may have relevance to public administration, but models in public administration would have to comprehend the criticality of the variables in the situation in which government has to function. Constitutional provisions, issues of administrative law, political party systems are some of the distinctive inputs that influence decision choices and are complex in nature. The evaluation of the responses coming from those who are affected by policy decisions is far from easy because these responses are often motivated by a variety of socio-political factors that are identifiable in some cases and fluid in others.

A survey of the literature on public administration in India, including research in the field of policy formulation, is not particularly gratifying. There are no studies or researches, completed or in process, with a primary focus either on the process of decision-making or on the process of policy formulation. In India, where the role of government extends to the development aspects as emphatically as it relates to the regulatory and control aspects, systematic studies of decision-making and policy formulation are extremely relevant and most necessary.

Studies in this area will have to be concerned with the following :

- (i) Identification of the critical variables in respect to the concerned policy issues;
- (ii) Developing a base or an organisational device within the concerned ministry or a department of government for systematic collation, analysis and interpretation of the data relevant for policy formulation; and
- (iii) On-going studies of the response patterns so that the effectiveness of policy can be measured and revisions that are necessary may be carried out.

In the emerging complex of the managerial system of the government, it will be necessary to evolve a more effective use of the methodology of science, and of the availability of scientists and specialists.

The Indicative Projects

IIPA proposes to undertake a series of studies for determining data base, interpretation, analysis and alternate choices formulation in a variety of situations at the ministry, executive and other levels.

Among the situations to be studied, the following tentative approaches are visualised :

- (i) Study of decision-making processes in selected departments at Block, District, State and Union levels. Sample would include varied situations having to do with both traditional and developmental tasks of the Government.
- (ii) Selected studies on decision-making relating to specific programmes of the Government such as health, employment or any other major programmes undertaken by Government.
- (iii) Decision-making relating to selected industrial projects.

2. STUDY OF THE EXECUTIVE SYSTEM

The relevant questions for research and study are the following :

- (a) What kind of organisational structure, i.e., the logic for division of work, hierarchy, integrative mechanism,

authority for given tasks etc., is necessary for the various tasks of the Government. Is there a difference between the organisation of traditional tasks, development and specific programmes of the Government. What are the main differences that characterise these tasks and what kind of systems are most suited for the performance of a particular task :

Research in industrial corporations over the last 20 years suggests strongly that organisation has to vary according to the activity. Does effective organisational design in public administration also have to vary according to the nature of the task ? If so, it would be necessary to develop some generalisations and guidelines for organising different types of activities.

- (b) What aspects of departmental work induce delays in execution : Some years ago officer-oriented systems of work were suggested in Government departments. It seems this experience has not been uniformly successful. A better understanding has to be developed of the principles that govern the choice of work organisation : what organisational measures are most efficient for what kind of activities so that delays can be minimised.
- (c) How could generalist and specialist tasks be harmoniously integrated in order that both kinds of expertise be effectively utilised in public administration.
- (d) What are the causes of inter-departmental, inter-service differences and what could be the ways of reducing them.
- (e) What kind of leadership is effective in what task systems of Government and to what extent. Do leadership patterns vary from one level to another in the administrative hierarchy ?
- (f) What kind of continuous feedback is required from the public at different levels of administration in order that corrective action where required is swiftly taken. How validity of the feedback be established. What mechanism is required to provide the feedback. In an earlier note we have referred to this phenomenon as the response system.

The Indicative Projects

The kind of projects IIPA will develop are indicated below :

- (i) Comparative studies of the organisational systems of Government at Block, City, District, State and Central level offices. The sample would differentiate the traditional and developmental tasks and administration of specific programmes of the Central and State governments.
- (ii) Study of concerned economic ministries to determine what kind of integration at organisational levels is necessary for quicker decision-making in such ministries.
- (iii) Studies of relations between the administrative ministries and autonomous institutions such as public sector enterprises to determine viable systems for the effectiveness of both.
- (iv) Study of how public response is received, analysed, and used by different Government offices for improvement of its own system.
- (v) Processes of social and organisational changes.

3. STUDY AND EVALUATION OF PROJECTS, POLICIES AND PROGRAMMES OF GOVERNMENT

IIPA would be concerned with the organisation of the planning systems of the Government, the evaluation of the industrial, social and economic policies and how feedback of its project implementation or performance is used for corrective measures, where due.

IIPA would also be concerned with the study of the effectiveness of regulatory administration, programme coordination, project formulation and special programmes undertaken by the Government at Central and State levels.

The Indicative Projects

The projects in this respect would in the near future consist of the following :

- (i) Study of Government industrial policy and its effectiveness.

- (ii) Study of regulatory administration.
- (iii) Study of planning processes at Block, District and State levels to determine what kind of data base is essential for an effective planning exercise and what kind of organisation and expertise are required for this task to be performed at each level of the hierarchy. Some of the researches in this area would also focus on the linkages necessary between the district and state level planning activities and the Central level.
- (iv) Study of how Central and State Governments implement plans : project preparation, evaluation and organisation needed to ensure review and feedback of results.

4. STUDY OF PERSONNEL MANAGEMENT

IIPA will be directly involved in two aspects of personnel management : (i) Studies that lead to a better appreciation of personnel requirements of the Government and show the way to change in policies. Some of these studies will be long-term studies. (ii) Problem solving research : In these respects IIPA will continue to work closely with concerned ministries and departments of the Central and State Governments.

The Indicative Projects

While a detailed programme will depend upon further discussions, a few areas of study are shown below :

- (i) Morale and motivation of personnel in all India and State services.
- (ii) Selected problems of personnel management such as training, career development, inter services parity in promotion, state and central services, etc.
- (iii) Comparative studies of personnel system at Central and State levels pertaining to all India and State services.
- (iv) Study of selected personnel policies such as placement, career development, lateral entry, etc.
- (v) Problems of applying knowledge in day to day administrative tasks.
- (vi) Processes of social and organisational changes.

5. STUDY OF FINANCIAL ADMINISTRATION

In Government systems, the study of financial administration assumes importance in the following three aspects :

- (a) The Government's fiscal policies as the instrument of achieving the economic and social objectives.
- (b) The introduction of performance budgeting for effective review and control of results.
- (c) Impact of financing patterns of the Government on the working of non-administrative, special research and scientific institutions.

The Indicative Projects

IIPA's main focus in the next few years will be on :
(i) Study of integrated planning and budgeting including PPBS, corporate planning and capital budgeting systems; (ii) Performance budgeting, management control and information systems; (iii) inter-governmental economic and financial relations; (iv) legislative and financial controls at the Central, State and local levels; (v) fiscal policies of the Government.

STUDY OF CITY AND MUNICIPAL ADMINISTRATION

All the aspects covered in the above sections will also form the basis of our study of State and Local Governments. The only rationale for mentioning this area separately is that the study of local governments in itself is a large and distinct area of our concern and the IIPA needs to have a recognised focus pertaining to this segment.

MID-CAREER TRAINING

IIPA would be involved in mid-career education and training of administrators and managerial personnel. The courses now being planned would range from one week to about 36 weeks. Some of these courses will be two or three tier courses where IIPA believes that a common sharing of concepts, system of working or knowledge is essential for these levels to effect change in the organisation. For example, IIPA may arrange a three tier programme on performance budgeting: a long course in Performance Budgeting for the lowest tier involving people who prepare budgets, i.e., technicians; one or two

tiers for short one-week or three-days' programmes for those who need appreciation of the main elements of performance budgeting etc. Leadership courses may involve two or three levels to run concurrently or sequentially depending upon the subject matter. The courses will be structured on experience-based learning which in our context consists of cases, exercises, business games and the like.

IIPA is planning for the next year approximately 25 to 30 courses and some seminars. Much of our training material will be progressively prepared by the faculty of the Institute from field studies.

IIPA also plans to have programmes for university teachers and the State level training institutions if there is a general feeling from these institutions that IIPA can make a meaningful contribution to the teaching of public administration.

CONSULTING

IIPA's consulting work should be selective. Broadly the Institute should undertake projects in the areas of their field researches and theoretical contributions. The choice should normally exclude pure survey/routine and redundant tasks unless they form a part of the overall change plans of the concerned organisation. For instance, market surveys, pure work measurement studies in plants etc., should have secondary concern of the Institute. Interventions which lead to change in the total systems have prior concern for IIPA.

The consulting activities of the Institute cannot be pre-determined. Our approach to consulting would be the following :

- (a) Develop consulting expertise in those areas where public administration and industrial enterprises interact and not in survey or repetitive tasks.
- (b) Undertake problem solving in Government systems and in public sector enterprises or related institutions.
- (c) Action research programmes may have consulting components built into the situations depending upon the nature of the problem and the type of organisation. Study of a financial system may include, for example, IIPA's intervention for change in the budgetary system of the total enterprise.

SECTION III

ORGANISATIONAL DESIGN FOR THE TASKS OF IIPA

The enormous task of research, training, transfer of knowledge, greater application of research findings on administration, consulting, etc., has to be attempted on a large basis through a multi-dimensional approach, e.g. simultaneous studies of the many aspects of internal systems at the centre, the state and the interdepartmental levels. Comprehensive and intensive studies of government and other systems need to be followed by action plans through the involvement of administrators (civil servants) managers and researchers.

IIPA's environment has perforce to be academic in nature. It must also be in a position to provide, in its own set-up, a model of administration and be able to use its own research findings for its own growth. It must stay clear of being a prototype of that administrative model which it claims to be wasteful; or less effective than necessary. IIPA's administration and faculty must show a spirit of experimentation and pioneering. It must inspire among its members a sense of freedom and desire to learn from experimentation in order to develop models of administration in its field of work.

ADMINISTRATION OF ACADEMIC TASKS

The two essentials of the work system at the Institute are the professional growth of individuals and the achievement of the institutional tasks. Both are of great importance. The organisational design of the Institute should therefore include these twin requirements.

The individual must have frequent peer group interactions because it is from this relationship that he is likely to obtain substance for his professional/academic advancement. When he has confidence in his professional knowledge and knows that he has gained recognition among his peers he would seek

cooperation from other professional peer groups. This will be one important requirement for interdisciplinary research and teaching. This is the kind of individual growth that will determine the quality of the professional's contribution to the various institutional tasks. This we have called the sentient system in which the members would develop in their individual field of study.

In our reorganisation the sentient groups will provide a shared environment of broad based areas of academic interest and professions.

The institutional tasks need a managerial thrust. This we have called the task system with managerial responsibility for achievement of institutional activities.

The institutional tasks are, broadly, research, training and consulting. In addition, there are two specific concerns which need special managerial emphasis for their growth and development : the city government and industrial sector. At present it is necessary to establish separate managing systems for these two segments (or sectors), and review the need for continuing so after each has fully developed its activities.

The activity heads for research, training, consulting, city government and industrial sector will have managerial responsibility for these activities respectively. They are responsible for the Institute's performance in these aspects and are accountable to the Director for their performance. The role of activity heads is included in Appendix I.

SENTIENT GROUPS

Sentient groups have no administrative responsibility. They provide academic support for developing research ideas, evaluating the academic value of inputs in the programmes and help individual members to test their new concepts and theory. The role of sentient groups is included in the Appendix II.

The sentient groups at IIPA are the following :

1. Economic administration.
2. Finance and budgetary control systems.
3. Quantitative areas.
4. Behavioural Sciences—Political Science/Sociology/Psychology.

5. Personnel management and industrial relations.

THE TASK SYSTEM OF IIPA

Government's executive system with which IIPA is primarily concerned, can be conceptualised in several ways. The classification system could be functional as broadly represented in the classification of Ministries; it could be task or theme based such as theory (or philosophy) of administration, structure of government administration, administrative behaviour, legal, constitutional or judicial aspects of administration and administrative reforms. In this note we have used a somewhat different classification based on the emphasis in Government's executive system currently seen as significant for IIPA's activities.

Keeping IIPA's objectives in view as discussed earlier five task systems seem necessary. They are briefly described below.

I. FIRST TASK GROUP : RESEARCH

Research activities will be either individual, or by groups of faculty members. Studies will range on a large number of subjects and areas. Project leaders will operate independently within the overall arrangements agreed with the task.

1. Studies of the administrative system are shown below :

A. *Policy Formulation* : Public policy; influence of legislative, political and power systems in formulating public policy; use of available techniques for decision-making and policy formulation; evaluation of public policy.

B. *Studies of the Administrative Systems* : Some indicative areas of research are : Organisational design; inter-departmental and inter-government relations; administrative practices, specialist and operating roles and problems of interdependence; functional areas such as financial and accounting systems, personnel management, training, control systems, problems of motivation, efficiency and morale of employees. These studies will cover three types of organisations :

1. (a) Union Government

(b) State Government

(c) Division and district administration

- (d) Block level administration
- (e) City and municipal government systems
- 2. *Support and Service task systems such as :*
 - (a) Social and welfare institutions
 - (b) Research institutions and educational services
 - (c) Medical and health services, hospital administrative systems, etc.
- 3. *Industrial and cooperative systems such as :*

Public sector enterprises (including controlling systems such as the ministries, holding companies, etc.), cooperatives, financial institutions, trade unions, etc., which have direct bearing on economic and social growth.

II. SECOND TASK GROUP : TRAINING

The activity head will be responsible to the Director for all training programmes of the Institute. He will have to appoint course directors and the programme faculty and ensure that quality and conduct of mid-career training at the Institute maintains agreed standards.

III. THIRD TASK GROUP : CITY AND MUNICIPAL GOVERNMENT

The activity head will be responsible for focussed research and training for the sector.

IV. FOURTH TASK GROUP : INDUSTRIAL SECTOR

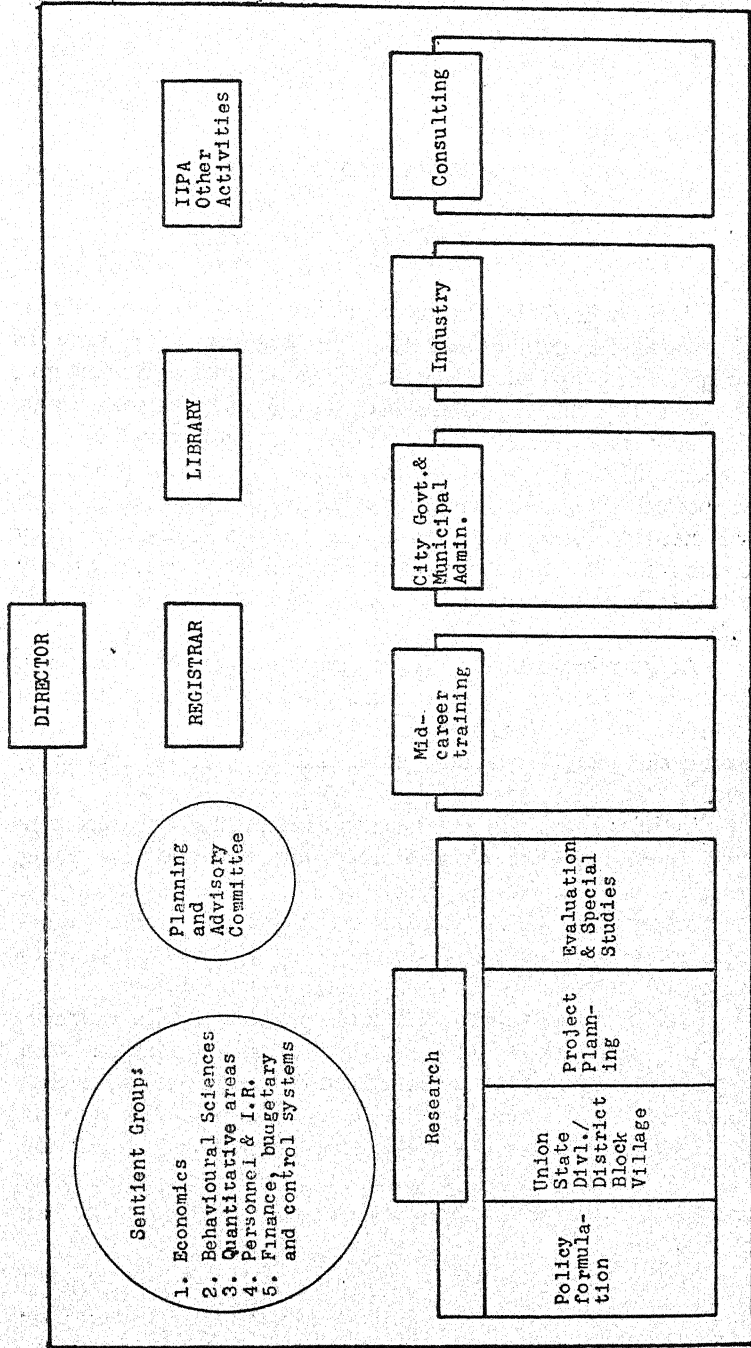
The activity head will be responsible for focussed research and training for the sector.

V. FIFTH TASK GROUP : CONSULTING

The activity head has managerial responsibility for consulting contracts, assignments, schedules and monitoring of the assignments.

The design is shown in the diagram on page 19.

REORGANISATION OF IIPA



APPENDIX I

ROLE OF ACTIVITY HEADS

Activity heads have a managerial role, being responsible for the particular activity that they are heading. They have to generate ideas and encourage people, individually and in groups, to plan projects and programmes for the year. In some cases, this may require encouraging individuals and groups to think through ideas that may be raw and need to be clarified and supported for finalisation. Activity heads will have to deal with the need to bring together and encourage inter-disciplinary teams for tasks where collaboration would improve the quality of the task being undertaken. This we will call a *motivational role*.

Activity heads have to review, restructure where necessary, collate and prepare IIPA's annual plans. The plans have to include time involved, finances required and the people who would carry out the agreed tasks. This we will call a *planning role*.

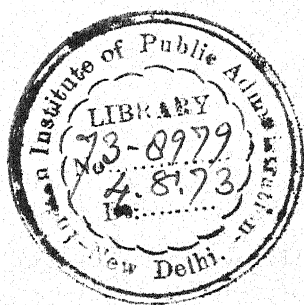
Activity heads will also have to assign tasks for projects or programmes and supervise broadly how well they are being performed. Supervision includes concern for quality of work, satisfactory utilisation of human and financial resources, adherence to time-schedules and developing systems of feedback to the people concerned. This we will call a *monitor role*.

Activity heads will have to develop contacts with agencies in which the work is being done and establish relations with them so that the various activities can be performed on a continuing basis. This we will call a *liaison role*.

There would also be a need for inter-actions among the Activity heads. They will constitute the planning and advisory committee of the Director along with the chairmen of sentient groups.

It is necessary that IIPA should endeavour to develop a system in which the leadership role is performed through

consultation and discussion. This would essentially mean that in most situations people are generally involved in rule-making. Within the framework of the agreed rules, the managerial decisions are likely to be more effective : operating decisions, however, the Activity head has to take in terms of the demands of the particular task.



APPENDIX II

ROLE OF THE SENTIENT GROUPS OR AREAS

The growth of individuals in an institution depends upon several types of inputs. In an academic setting such as that of IIPA, professional development as well as the growth and performance of institutional tasks are both necessary. The organisational design should explicitly provide scope for both. Sentient Groups are one device to provide scope to the individual for his personal growth and for the growth of the field of specialisation. Sentient Groups have to perform a technical role, not a managerial one.

The Chairman of the Sentient Group should provide opportunities for discussions, seminars and other patterns of interactions for new learning. For effective learning in IIPA's situation, interactions between groups and outsiders are essential. This we will call the *developmental role*.

The Chairman and members of the Sentient Groups have to review, or evaluate, the research proposals, papers and such other material for maintaining a high level of work for the institution and its individual members. This we will call the *evaluative role*.

The Chairman and members would be best placed to advise the Director on matters of manpower planning, selection of faculty and new activities of the Institute in their fields of specialisation. This we would call an *advisory role*.

The Chairman of each of the Sentient Groups will be a member of the Director's Planning and Advisory Committee.